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99TH CONGRESS
2d Session

SENATE

REPORT
99-267

# FEDERAL FIRE PREVENTION AND CONTROL REAUTHORIZATION

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MARCH 26 (legislative day, MARCH 18), 1986.—Ordered to be printed

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Mr. DANFORTH, from the Committee on Commerce, Science, and Transportation, submitted the following

## REPORT

[To accompany S. 2180]

The Committee on Commerce, Science, and Transportation, to which was referred the bill (S. 2180) to authorize appropriations for activities under the Federal Fire Prevention and Control Act of 1974, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

### PURPOSE OF BILL

This legislation extends the authorization of the U.S. Fire Administration (USFA) and the National Fire Academy (NFA) in the Federal Emergency Management Agency (FEMA) for 1 year at the following level: $18,300,000 for fiscal year 1987.

### BACKGROUND AND NEEDS

Fire is one of the leading causes of accidental death in the United States. In 1984, over 6,000 people were killed in fire, over 120,000 were injured, and over $7.6 billion worth of property was destroyed. The United States has the second highest fire death rate in the industrialized world, second only to Canada. Many countries have fire death rates that are less than one-third to one-half of that of the United States. Relative to other countries, the United States has excellent fire fighting forces and leads in the use of smoke detectors and some other fire-related technologies, but is weak in public education about preventing and fighting fires.

In 1973 the National Fire Prevention and Control Commission issued its report, "America Burning." Subsequent to this report,

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the Federal Fire Prevention and Control Act of 1974 was enacted. This legislation created the USFA, the NFA, and the Center for Fire Research in the National Bureau of Standards (NBS). In 1979, the USFA and NFA were placed under the aegis of the FEMA.

Fire is still a major cause of property damage, injury, and death in the United States. Thus, although fire is considered to be primarily a State and local concern, the role of the Federal Government in the prevention and control of both residential and commercial fires remain an issue of significant national importance.

The Federal fire program consists of the USFA and NFA, located at the National Emergency Training Center in Emmitsburg, MD. The Center for Fire Research at NBS is also part of the overall Federal fire program, but is authorized under the bill making authorization of appropriations for NBS, rather than under this bill.

The USFA has four main program areas: fire prevention and arson control; federal fire policy and coordination; firefighter health and safety; and fire data and analysis. The NFA develops educational materials and conducts training classes at the Academy and at field locations.

Due at least in part to the Federal program, fire deaths are on the decline in the United States, from an estimated 9,000 per year in 1973 to approximately 6,000 in 1984. The fire death rate in the United States remains high, however, which suggests that more improvement is possible.

## Legislative History

The Subcommittee on Science, Technology, and Space held a hearing on the reauthorization of the Federal Fire Prevention and Control Act on February 20, 1986. Senator Gorton, Chairman of the Subcommittee, and Senators Riegle, Gore, Mathias, and Sarbanes introduced S. 2180 on March 11, 1985. The Committee considered S. 2180 and ordered it reported favorably without amendment on March 13, 1986.

## Estimated Costs

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committee provides the following cost estimate, prepared by the Congressional Budget Office:

U.S. Congress,
Congressional Budget Office,
*Washington, D.C., March 21, 1986.*

Hon. John C. Danforth,
*Chairman, Committee on Commerce, Science, and Transportation, U.S. Senate, Dirksen Senate Office Building, Washington, DC.*

Dear Mr. Chairman: The Congressional Budget Office has prepared the attached cost estimate for S. 2180, a bill to authorize appropriations for activities under the Federal Fire Prevention and Control Act of 1974.

If you wish further details on this estimate, we will be pleased to provide them.

With best wishes,
Sincerely,

RUDOLPH G. PENNER, *Director.*

## CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

1. Bill number: S. 2180.
2. Bill title: A bill to authorize appropriations for activities under the Federal Fire Prevention and Control Act of 1974.
3. Bill Status: As ordered reported by the Senate Committee on Commerce, Science, and Transportation, March 13, 1986.
4. Bill purpose: This bill would authorize appropriations of $18.3 million for the U.S. Fire Administration and the National Fire Academy for fiscal year 1987.
5. Estimated cost to the Federal Government:

(By fiscal years, in millions of dollars)

| | 1987 | 1988 | 1989 | 1990 | 1991 |
|---|---|---|---|---|---|
| Estimated authorization level | 18.3 | | | | |
| Estimated outlays | 8.0 | 5.9 | 3.1 | 1.3 | |

The costs of this bill fall within budget function 450.

Basis of Estimate: This estimate assumes that all funds authorized will be appropriated and that outlays will follow historical patterns.

6. Estimated cost to State and local governments: None.
7. Estimate comparison: None.
8. Previous CBO estimate: None.
9. Estimate prepared by: Paul M. DiNardo.
10. Estimate approved by: James L. Blum, Assistant Director for Budget Analysis.

## REGULATORY IMPACT STATEMENT

In accordance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee provides the following evaluation of the regulatory impact of the legislation, as reported.

The bill, S. 2180, confers no new regulatory authority on the USFA or the NFA. Thus, implementation of the Federal Fire Prevention and Control Act, as amended, will not increase Federal regulation or require additional paperwork, and will have no effect on the personal privacy of individuals.

## SECTION-BY-SECTION ANALYSIS

This bill amends section 17(f) of the Federal Fire Prevention and Control Act of 1974 by inserting language at the end thereof that authorizes the appropriation of $18,300,000 for fiscal year 1987. These funds are in addition to funds authorized for the Center for Fire Research at the NBS.

These funds shall be allocated as follows: USFA, $7,400,000; NFA, $10,900,000.

The decrease in funds authorized for the NFA relative to fiscal year 1986 appropriations reflects the elimination of a second FEMA training facility in Nevada. The Committee intends that funds authorized for the NFA will provide for the continuation of the student travel stipends and student costs.

The Committee believes that fire prevention and public education are the most important and most cost-effective ways to improve fire safety in the United States. The Committee approves of and strongly encourages the USFA and NFA's increased emphasis on prevention, through research into effective ways of encouraging fire prevention, by encouraging prevention activities at the local level, and by educating fire fighters in methods of encouraging prevention.

## Changes in Existing Law

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new material is printed in italic, existing law in which no change is proposed is shown in roman):

## The Federal Fire Prevention and Control Act of 1974

### Section 17 of that Act

#### AUTHORIZATION OF APPROPRIATIONS

Sec. 17. (a)–(e) * * *

(f) Except as otherwise specifically provided with respect to the payment of claims under section 11 of this Act, to carry out the purposes of this Act, there [is] *are* authorized to be appropriated $22,037,000 for the fiscal year ending September 30, 1986 *and $18,300,000 for the fiscal year ending September 30, 1987.*

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